

## Message Text

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ACTION DHA-02

INFO OCT-01 EA-07 ISO-00 ORM-02 SSO-00 VO-03 SCA-01 /016 W  
----- 003460

O 211315Z MAY 76

FM AMEMBASSY BANGKOK

TO SECSTATE WASHDC IMMEDIATE 6999

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STADIS//////////

FOR WILSON, D/HA, FROM LOWMAN

E.O. 11652: GDS

TAGS: SREF

SUBJ: EXPANDED PAROLE PROGRAM

REF: A) STATE 122332, B) BANGKOK 13894

### 1. YOUR CONCERN WITH THE SHIFTING ETHNIC MIX OF THE PROGRAM

IS UNDERSTANDABLE GIVEN PROBLEMS OF FUNDING AND CREDIBILITY WITH THE CONGRESS. YOU MAY BE ASSURED THAT THERE IS NO INTENT FROM THIS END TO MAKE RADICAL CHANGES IN THE DIRECTION OF THE PROGRAM AT THIS LATE DATE. THE PRINCIPAL PROBLEM IS THAT THE APPLICATIONS OF THE PROGRAM GUIDELINES TO THE REMAINING REFUGEE POPULATION IS TAKING US IN A DIRECTION WHICH HAD NOT BEEN FULLY FORESEEN. IT WAS FOR THIS REASON THAT I THOUGHT IT IMPORTANT TO RAISE THIS MATTER TO YOUR ATTENTION IMMEDIATELY IN ORDER THAT YOU HAVE THE OPPORTUNITY TO PROVIDE US WITH YOUR GUIDANCE.

2. THE POINT WHICH I STRESSED IN MY FIRST REPORT WHICH IS HARD TO FULLY COMPREHEND WITHOUT BEING HERE IS THE DEGREE TO WHICH THE EMBASSY REFUGEE SECTION IS FORCED TO DEAL WITH A FLUID POPULATION, A PROBLEM GREATLY COMPOUNDED BY THE NECESSITY TO SELECT FROM THAT SHIFTING POPULATION THE MOST QUALIFIED FOR ADMITTANCE INTO THE US AT THE TIME OF FINAL IMPLEMENTATION OF OUR PROGRAM.

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3. I BELIEVE THAT THE EMBASSY HAS PROCEEDED IN THE ONLY REASONABLE FASHION POSSIBLE. THEY HAVE CONDUCTED EXTENSIVE SCREENING OF ALL BUT THE NORTHERN CAMPS (A SUBJECT WHICH I WILL DEAL WITH PEAPARTELY BELOW). DURING SUCH SCREENING, ALMOST ALL REFUGEES WITH ANY POSSIBLE CLAIM FOR CONSIDERATION BY THE US HAVE BEEN INTERVIEWED AND BIOGRAPHIC INFORMATION TAKEN. VISA FALCONS WERE SUBMITTED ON MOST SUCH INDIVIDUALS AND BIO CABLES ON MANY. THE TOTAL NUMBER INTERVIEWED, HOWEVER, WAS SUBSTANTIALLY GREATER THAN AVAILABLE NUMBERS UNDER THE PROGRAM. TO AVOID RAISING FALSE HOPES AND TO MAXIMIZE INS TIME, THEREFORE, IT WAS NECESSARY TO DEVELOP AN INTERNAL PRIORITIZATION SYSTEM TO DETERMINE WHICH AMONG THESE MANY CASES WOULD BE PRESENTED TO INS FOR A FINAL DETERMINATION AS TO WHETHER OR NOT THEY MEET THE CRITERIAL AGREED UPON IN WASHINGTON. THIS POINT SYSTEM WAS APPLIED TO ALL CAT III REFUGEES UPON WHOM DOSSIERS HAD BEEN PREPARED. ON THE BASIS OF THIS EXERCISE, THOSE REFUGEES BELIEVED BEST QUALIFIED FOR ENTRY INTO THE US UNDER US CRITERIA WERE SELECTED FOR PRESENTATION TO INS. TO AVOID ARBITRARY APPLICATION OF THIS INTERNAL POINT SYSTEM, REFUGEE OFFICE SECTION CHIEFS WERE INSTRUCTED TO REVIEW DOSSIERS FALLING BELOW REQUIRED NUMBER OF POINTS FOR PRESENTATION TO INS TO ASSURE THAT WORTHY CASES WERE NOT EXCLUDED FROM INS CONSIDERATION.

4. THE RESULTS OF THIS EXERCISE HAS BEEN A SHIFT IN THE ETHNIC MIX OF THE PROGRAM TOWARDS LAO AND MEO, ESPECIALLY MEO, WHICH YOU HAVE NOTED AND WHICH MUST BE A MATTER OF ATTENTION AND SOME CONCERN TO ALL OF US. THE REASONS FOR THIS SHIFT ARE AS FOLLOW. INITIALLY, MOST REFUGEES WHO FELT THEY MIGHT QUALIFY FOR THE US PROGRAM WERE CONTENT TO HOLD FAST AND AWAIT US ACTION. AS OUR CONSULTATIONS WITH THE CONGRESS BECAME MORE AND MORE EXTENDED, AND ESPECIALLY IN THE LAST FEW MONTHS, MANY REFUGEES WHO WERE WELL-QUALIFIED UNDER THE US PROGRAM HAVE OPTED FOR THE AUSTRALIAN, GERMAN OR FRENCH PROGRAMS INSTEAD. THUS, WE HAVE FOUND A RELATIVELY HIGH PERCENTAGE OF NO SHOWS, ESPECIALLY AS WE GO THROUGH THE VIETNAMESE AND CAMBODIAN CAMPS. AMONG THOSE REMAINING IN THE VIETNAMESE AND CAMBODIAN CAMPS, THERE ARE RELATIVELY FEWER QUALIFIED INDIVIDUALS AS COM-  
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PARED TO THOSE REMAINING IN THE LAO/MEO CAMPS.

5. WITH RESPECT TO THE VIETNAMESE, WHILE THE GERMAN PROGRAM IS PREPARED TO ACCEPT NON-VIETNAMESE ON CASE-BY-CASE BASIS, THE GREAT BULK OF THE PROGRAM IS CENTERED ON THE VIETNAMESE. SUBSTANTIAL NUMBERS OF VIETNAMESE HAVE ALSO GONE TO FRANCE OR AUSTRALIA. THERE ARE ALSO A LARGE NUMBER OF THAI DAM WHO WERE PREVIOUSLY CARRIED UNDER THE VIETNAMESE

QUOTA. THESE HAVE NOW BEEN OFFERED A RESETTLEMENT OPPORTUNITY IN FRANCE AS A GROUP AND WE HAVE TAKEN THE POSITION THAT, UNLESS THIS RESETTLEMENT OFFER PROVES NOT TO BE FIRM, WE WILL NOT APPROVE THEM FOR THE US PROGRAM. AS NOTED REF A, THIS WOULD REDUCE THE TOTAL THAI DAM CONTINGENT TO UNDER 250.

6. WITH RESPECT TO CAMBODIANS, A LARGE NUMBER HAVE BEEN TAKEN BY FRANCE THOUGH WE DO NOT HAVE A FIRM COUNT. ALSO A MATTER OF CONCERN HAS BEEN THE LOW QUALIFICATIONS OF THE AVERAGE CAMBODIAN REFUGEE HERE RELATIVE TO THE OTHER ETHNIC GROUPS. IN FACT, SOME EXTRA CONSIDERATION HAS BEEN GIVEN TO THE CAMBODIANS AS AN ETHNIC GROUP WITHIN THE EMBASSY'S PRIORITIZATION SCHEME IN ORDER TO ASSURE THAT AT LEAST A MINIMAL NUMBER OF SLOTS WAS MADE AVAILABLE TO THEM WITHIN THE PROGRAM AS WELL S TO TAKE ACCOUNT OF THE GREAT RISK TO THEM IN RETURNING.

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ACTION DHA-02

INFO OCT-01 EA-07 ISO-00 ORM-02 SSO-00 VO-03 SCA-01 /016 W

----- 004638

O 211315Z MAY 76

FM AMEMBASSY BANGKOK

TO SECSTATE WASHDC IMMEDIATE 7000

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STADIS//////////

7. THE EXTRA LAO AND MEO, THEREFORE, HAVE ALWAYS BEEN THERE. THE PROBLEM IS NOT NEW ARRIVALS, THOUGH THERE HAVE BEEN SOME, BUT RATHER SUBSTANTIAL EMMIGRATION FROM THE VIETNAMESE AND CAMBODIANS CAMPS WHICH LEAVES THE LAO/MEO RELATIVELY MORE NUMEROUS AMONG THOSE CASES JUDGED WORTHY OF PRESENTATION TO INS. THUS, THERE IS NO THOUGH OF TAKING UNSILLED HILL TRIBESMEN EXCEPT FOR SOME CAT I-A'S BUT THE EVEN-HANDED APPLICATION OF THE CRITERIAL UNDER CAT II AND III LEAVES US WITH RELATIVELY SUBSTANTIALLY MORE MEO THAN WE HAD ANTICIPATED.

8. MEO APPLICANTS FROM THE NORTHERN CAMPS ARE, HOWEVER, A NEW ELEMENT IN THE EQUATION. UNTIL RECENTLY THE EMBASSY HAS BEEN RELUCTANT TO HAVE THESE CAMPS SCREENED DUE TO CONCERNS ABOUT POLITICAL SENSITIVITIES IN THIS BORDER AREA. IT HAD ALSO BEEN THOUGHT THAT RELATIVELY FEW HIGHLY QUALIFIED CAT III APPLICANTS WERE TO BE FOUND IN THESE CAMPS. ROSENBLATT AND I HAVE JUST COMPLETED A TOUR OF THE MAJOR NORTHERN CAMPS. WE BELIEVE THAT THERE MAY BE SUBSTANTIAL NUMBERS OF QUALIFIED APPLICANTS AND EXPECT TO HAVE FURTHER DATA TO REFINISH THIS JUDGMENT IN THE NEXT FEW DAYS. THIS SAME DATA WILL SERVE AS A BASIS FOR BIO AND VISA FALCON MESSAGES WHICH WE INTEND TO INITIATE ON A CONTINGENCY BASIS. THUS, IT WILL PROBABLY BE FEASIBLE TO INCLUDE QUALIFIED CAT I, II AND III APPLICANTS FROM THE NORTHERN CAMPS IN THE EPP.

9. THE QUESTION ARISES THE, OF COURSE, AS TO WHETHER  
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WE SHOULD CONTINUE ON THIS COURSE OR WHETHER WE SHOULD SUBMIT TO INS ALL VIETNAMESE AND CAMBODIAN CASES WHICH WE BELIEVE HAVE ANY COLOR OF CLAIM TO CONSIDERATION UNDER THE US PROGRAM IRREGARDLESS OF THEIR STANDING RELATIVE TO THE REMAINING LAO/MEO CAT III APPLICANTS. UNLESS LAO FUNDING PROBLEMS AGZEAR INSUPERABLE, I WOULD HOPE THAT THIS WOULD NOT BE NECESSARY. IT IS, HOWEVER, A POINT UPON WHICH WE WOULD APPRECIATE YOUR URGENT GUIDANCE.

10. WITH RESPECT TO THE THAILAND QUOTA, THE FINAL NUMBER OF "A" NUMBERED REFUGEES REPORTED TO WASHINGTON FOR SPONSOR VERIFICATION DEPENDS ON SEVERAL UNRESOLVED POINTS. THE FIRST OF THESE ARE THE QUESTIONS OF LAO FUNDING AND LAO/ MEO NUMBERS DISCUSSED ABOVE. THERE IS ALSO THE QUESTION OF HOW DEEPLY WE GO INTO THE CAMBODIAN AND VIETNAMESE CAMPS. THOSE REFUGEES BEST QUALIFIED UNDER THE US CRITERIA HAVE, FOR THE MOST PART, ALREADY BEEN INTERVIEWED. BY LOWERING THE REQUIREMENTS FOR THOSE CASES TO BE PRESENTED TO INS, IT MIGHT BE POSSIBLE TO FIND ENOUGH ADDITIONAL QUALIFIED VIETNAMESE AND CAMBODIAN APPLICANTS TO REACH OR COME NEAR THE 10,400 QUOTA, ASSUMING WE COULD PROCEED AT LEAST UNDER OUR PRESENT STANDARDS IN THE LAO/MEO CAMPS TO INCLUDE THE NORTH.

11. WHILE IT WOULD SEEM UNWARRANTED TO EXCLUDE HIGHLY QUALIFIED APPLICANTS FOR PARTICIPATION IN THE EPP IN AN EFFORT TO MAINTAIN A FUTURE RESERVE, IT DOES SEEM TO US THAT THE EXISTENCE OF SUCH A LIMITED RESERVE MIGHT PROVE USEFUL. THIS CONCEPT HAD BEEN DISCUSSED EARLIER AND IS A PART OF ISENSTEIN'S THINKING AT INS THOUGH I AM NOT CLEAR THAT IS A FORMAL INS POSITION.

WE DID INCLUDE LANGUAGE IN AMBASSADOR HABIB'S  
OPENING STATEMENT BEFORE THE EILBERG COMMITTEE WHICH  
ENCOMPASSES THE POSSIBILITY THAT A PORTION OF THE EPP  
NUMBERS MIGHT ALSO BE AVAILABLE TO MEET FUTURE CONTINGENCIES.

12. THE ADVANTAGE THAT WE SEE TO SUCH RESERVE PAROLE NUMBERS  
OVER THE CONDITIONAL ENTRY PROGRAM, AT LEAST OVER THE NEXT  
SIX MONTHS OR SO, ARE DUAL. FIRSTLY, THERE IS NOT YET  
A CONDITIONAL ENTRY PROGRAM IN BANGKOK AND IT IS NOT  
CLEAR HOW SOON IT MAY BE POSSIBLE TO ESTABLISH SUCH A  
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PROGRAM HERE. WHILE IT MIGHT BE POSSIBLE TO TRANSPORT  
LIMITED NUMBERS OF REFUGEES FROM BANGKOK TO HONG KONG  
FOR INSERTION INTO THE PROGRAM THERE, THIS WOULD SURELY TAKE  
SOME WORKING OUT. SECONDLY, SUBSTANTIAL PROBLEMS WOULD  
REMAIN EVEN WITH THE ESTABLISHMENT OF A CONDITIONAL ENTRY  
PROGRAM IN BANGKOK SINCE IT IS MUCH MORE DIFFICULT TO  
IMPLEMENT INTERNAL PRIORITIES IN ORDER TO SELECT FROM  
AMONG THE VERY LARGE REFUGEE POPULATION WHO QUALIFY AS  
"REFUGEES FROM COMMUNISM" THOSE FEW TO WHOM WE BELIEVE WE  
SHOULD GIVE SPECIAL CONSIDERATION.

13. IF SOME NUMBERS WERE AVAILABLE AND A CONTRIBUTION WERE  
MADE FROM INDOCHINESE REFUGEE FUNDS TO ESTABLISH AN ICEM  
LOAN FUND, WE WOULD HAVE CONSIDERABLY GREATER FLEXIBILITY  
TO ACCOMMODATE HIGH PRIORITY REFUGEES AMONG THE CONTINUING  
OCCASIONAL SURGE OF REFUGEES INTO THAILAND EXPECTED BY  
THE EMBASSY, ESPECIALLY FROM LAOS. THIS BECOMES INCREASINGLY  
IMPORTANT IN LIGHT OF SIGNS OF AN INCREASINGLY HARD LINE BY  
RTG ON POSSIBILITY OF ALLOWING NEW REFUGEES TO REMAIN  
IN THAILAND. EMBASSY WILL, OF COURSE, BE GUIDED BY YOUR  
JUDGMENT AS TO WHETHER EVERY EFFORT SHOULD BE BENT TO ACHIEVING  
GOAL OF 10,400 REFUGEES FROM THAILAND.

14. WITH REGARD TO CAT I-B, WE HAVE SCREENED MOST CAT I-B  
REFUGEES FOR POSSIBLE ELIGIBILITY UNDER CAT III. THOSE  
WHO ARE ELIGIBLE UNDER CAT III WE PROPOSE TO COUNT UNDER  
CAT III. ALL REMAINING CAT I-B, WITH THE EXCEPTION OF THE  
THAI DAM, TOTAL 635. IF THESE ARE COMBINED WITH CAT I-A,  
WE HAVE TOTAL CAT I CASELOAD, AT PRESENT, OF 2510. THIS WILL  
INCREASE IF WE GO INTO THE NORTHERN CAMPS AND SOME FEW CAT I  
CASES WILL BE ADDED AS WE SCREEN THE BOAT CASES. IT SEEMS  
UNLIKELY, HOWEVER, THAT CAT I-A AND I-B TOGETHER WOULD  
TOTAL MORE THAN 3,000 REFUGEES. GIVEN THE REDUCED PRESSURE  
ON NUMBERS IN THAILAND, INDEED THE POSSIBILITY THAT WE MAY NOT  
FILL THE QUOTA SUGGESTED BY YOU, I BELIEVE WE SHOULD  
PROCEED TO GIVE ALL CAT I CASES, INCLUDING CAT I-B, TO  
VOLAGS FOR IMMEDIATE SPONSOR VERIFICATION.

15. YOU MAY BE ASSURED THAT THERE IS NO QUESTION IN THE  
MINDS OF ANY ONE HERE OF ATTEMPTING TO EXTEND THE LIFE  
OF THIS PROGRAM BEYOND JUNE 30 EXCEPT FOR THE NECESSITY  
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OF MOVING THE REFUGEES, INCLUDING COMPLETING ACTION ON THE  
DOSSIERS OF APPROVED REFUGEES UNDER THE EPP, MONITORING OF  
THE ICEM CONTRACT, FINAL RECORDS KEEPING FUNCTIONS FOR  
STATISTICAL AND FISCAL ACCOUNTABILITY PURPOSES AND, OF  
COURSE, THE ICEM OUT-PROCESSING FUNCTIONS.

WHITEHOUSE

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## Message Attributes

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